

AAC Civilian PM and Other Post-Utilization Taskforce Review

Recommendations and
Solutions

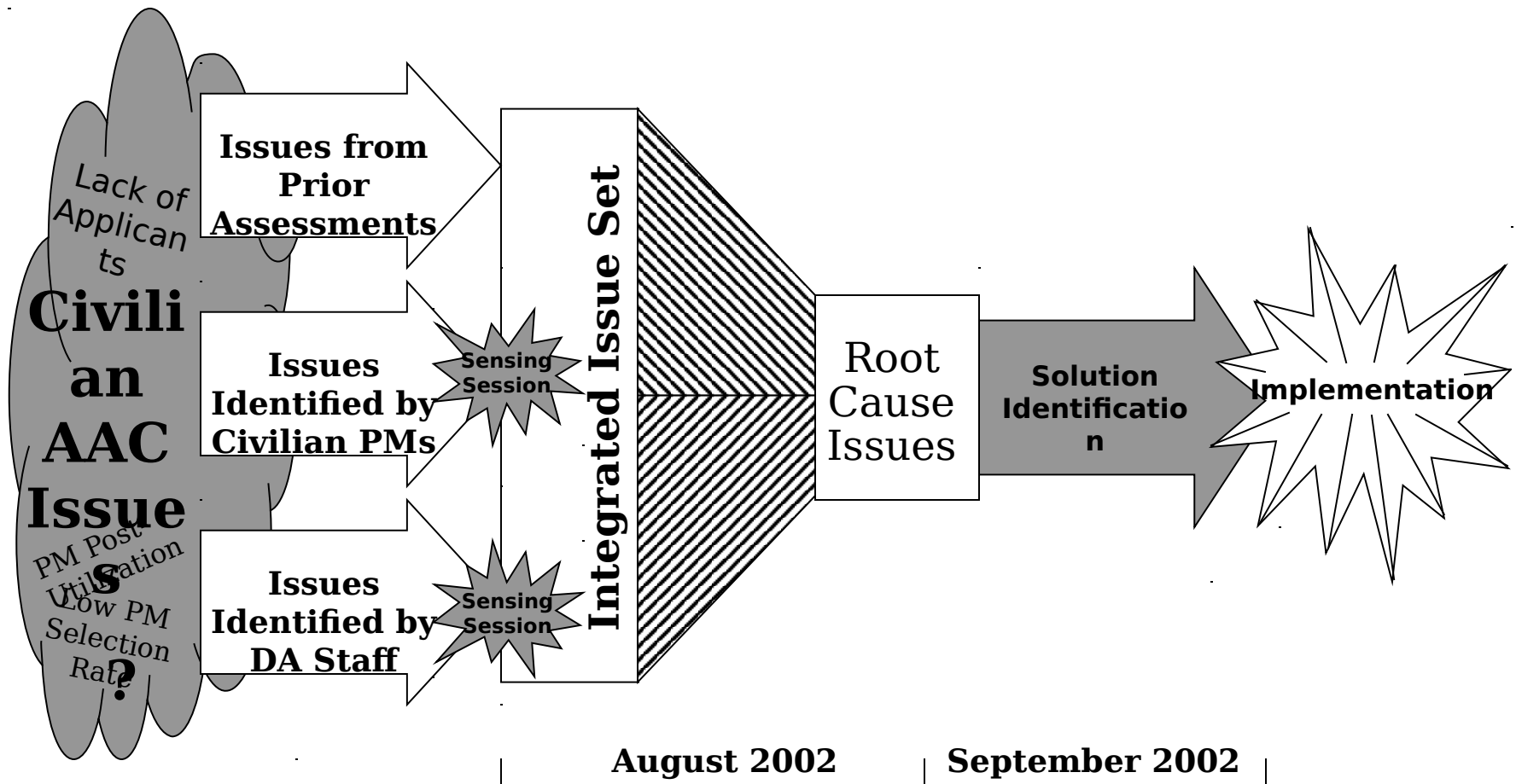
Thomasine L. Coleman

24 Feb 2004

Taskforce Objectives

- ❖ The Army Acquisition Corps (AAC) has recognized that civilian applicants **have not fared well** on recent Product/Project Manager (PM) selection boards
- ❖ There is no institutional process to provide PMs, Senior Service College (SSC) graduates, and Long Term Training (LTT) program participants with "appropriate equal or greater responsibility" post assignment positions
- ❖ The AAE, Mr. Bolton, tasked the ASC to establish an AAC Civilian PM and Post-utilization Taskforce
- ❖ Mr. Henry Jehan, former Project Manager, Military Satellite Communications, lead the effort from April 2002 to October 2002. The effort was transitioned to members of the ASC staff. In July 2003, Thomasine L. Coleman, ASC Contracting Proponency Officer became the IPT facilitator.
- ❖ The taskforce addressed all the concerns and career management problems experienced and/or recognized by civilian PMs, to ensure in-depth solutions were developed and to **bring closure to the full spectrum of issues inhibiting achievement of the AAC goals to create a balanced and professional workforce.**

Taskforce Roadmap



TASKFORCE SENSING SESSION

PM Participant Statistics

❖ **There were 49 individuals in the population of current and former centrally selected civilian Product and Project Managers**

- ♦ 22 were current or former Product Managers (8 of whom became Project Managers)
- ♦ 35 were current or former Project Managers (8 of whom are also former Product Managers)

❖ **Of the 49 individuals, 26 participated in the sensing session**

❖ **Of the 26:**

- ♦ 5 are currently Product Managers
- ♦ 5 are currently Project Managers
- ♦ 3 are in follow-on positions of “greater responsibility” (1 SES)
- ♦ 3 are currently in follow-on positions of lesser responsibility
- ♦ 1 is in a holding position until a job materializes
- ♦ 3 started ICAF in August 2002
- ♦ 3 have retired
- ♦ 2 will retire by the end of CY 2002
- ♦ 1 left DA for government service outside DoD
- ♦ 5 have been Project Managers twice
- ♦ 4 had been Product Managers before becoming Project Managers
- ♦ 5 had been in the CDG before becoming Product Managers

TASKFORCE SENSING SESSION

DA Staff Participant Statistics

- ❖ 13 Participants Representing:
 - ♦ **US Total Army Personnel Command**
 - ♦ **Acquisition Support Center**
 - **Force Structure**
 - **Proponency**
 - **Personnel Management**
- ❖ 3 Participants had been in the CDG program.

The Integrated Issue Set

| <u>Source</u> | <u>Issues</u> | <u>Categories *</u> |
|---------------|-------------------|---------------------|
| PMs | 75 14 | |
| Staff | 55 17 | |
| Other | <u>6</u> <u>1</u> | |
| Totals | 136 32 | |

*** The largest category contains 13 issues, the smallest contains just one.**

Root Cause Issue Analysis and Solution Identification

❖ **Root Cause Issue Analysis completed 14 Aug 02**

- ♦ **14 Major Root Cause Issue Groups**
- ♦ **40 Detailed Issue Statements.**

❖ **Solution Identification**

- ♦ **10 Solution Implementation Categories**
- ♦ **40 Issue - Solution Actions (some merged in implementation)**

Root Cause Issues

- **Unclear and Inconsistent Mobility Expectations and Policy**
- **Lack of Financial Incentives**
- **No Career Path Beyond GS-15/NH-4/O-6 Level PM**
- **Improper Use of Permanent Assignments to Temporary/Term Positions**
- **Supervisory & Pre-Command Training**
- **No Meaningful Civilian Career Model**
- **Civilians Lack Understanding of the Boarding Process**

Root Cause Issues

(Continued)

- **SRPE**
- **ACRB**
- **Inadequate and Inconsistent Administration of Benefits and Entitlements**
- **Peer Socialization and Leadership Recognition**
- **Inadequate Cross-Function Communication Within ASA(ALT)**
- **Lack of Acquisition Requirements Accountability**
- **Inadequate Leadership Commitment and Follow-Through**

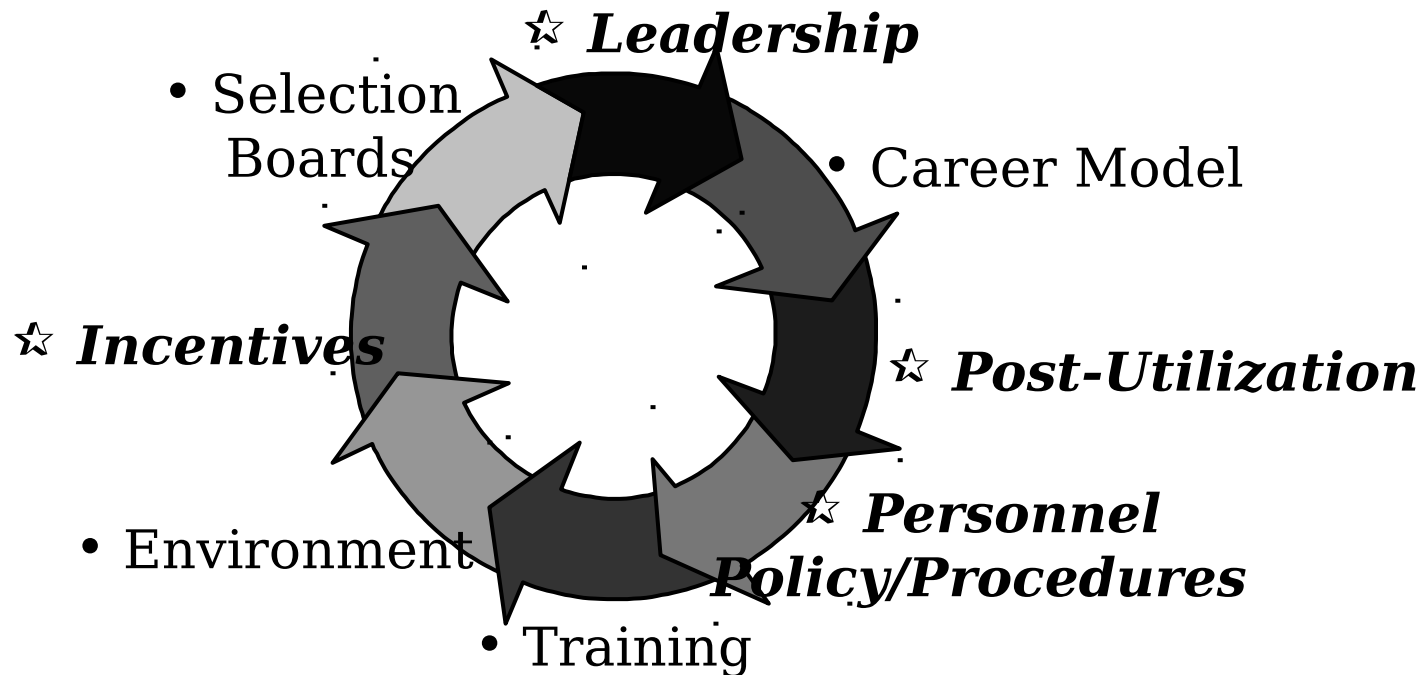
Solution Categories.

- Road to SES
- Personnel Action Execution
- Personnel Management Policy
- Benefits Counseling and Administration
- Civilian Career Model
- Board/Selection Process
- Training Initiatives
- DA Policy
- ASC and PERSCOM AMB Policy and Procedures
- Leadership

Charts actually briefed to Mr. Bolton identified by a star in the upper right corner of the page.

Implementation

34 Actions in 8 Categories



• **This Briefing Addresses the 16 Solutions Requiring AAE/DACM Action**

- Categories to be Addressed:
 - Leadership - 7 Issues
 - Post-Utilization - 2 Issues
 - Personnel Policy/Procedures - 3 Issues
 - Incentives - 3 Issues

• Back-up Charts Address:

- The 18 Solutions Requiring Staff Action
 - 5 Actions Completed
 - 13 Actions Open
- Taskforce Process Detail
- The Personnel Assignment Time-Line
- The AAC Career Model

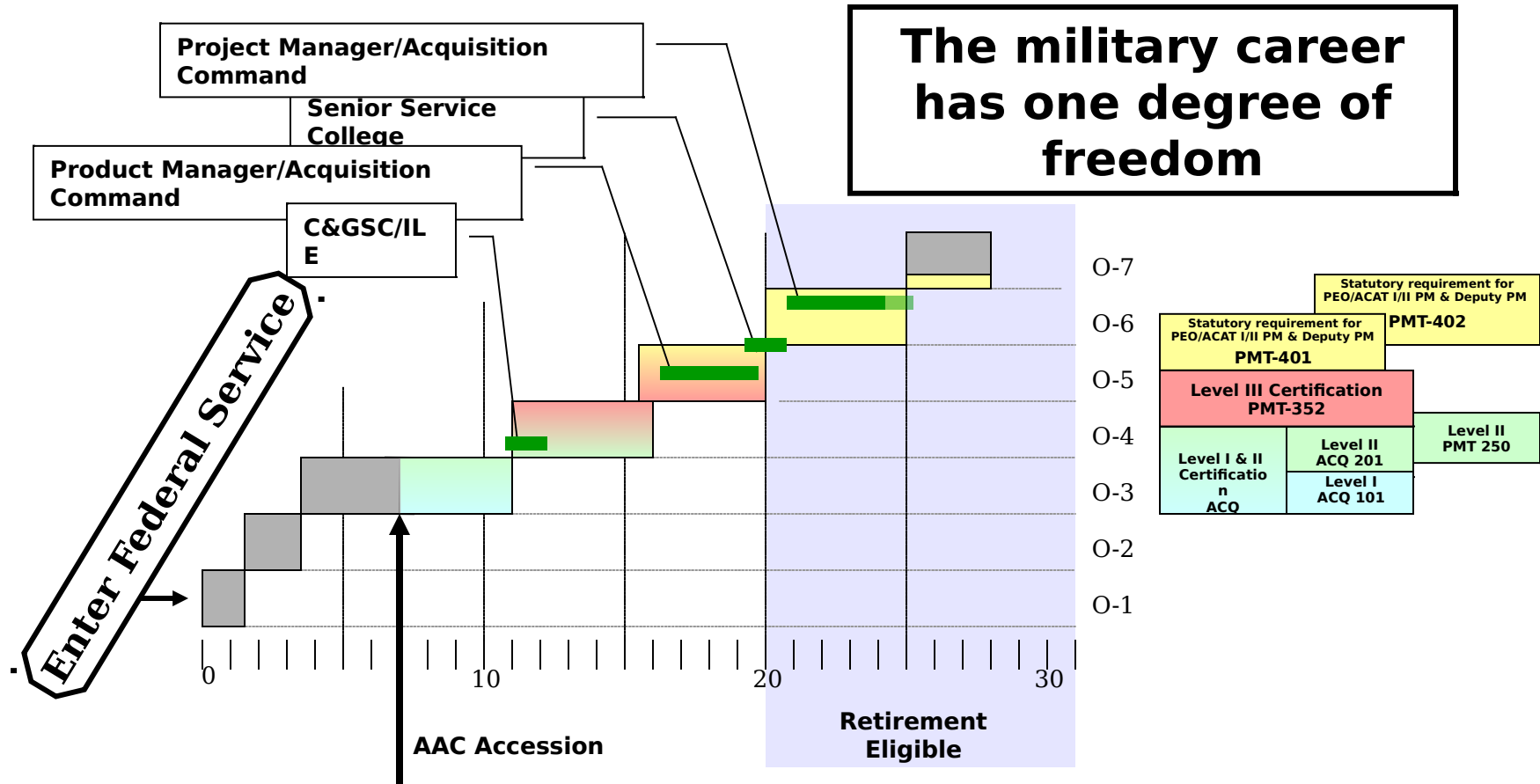
Leadership

- **Issue:** Past leadership oversold “blue sky and sunshine” to the workforce. Promises such as “*You will be given an assignment of appropriate greater responsibility after completion of your tour as a PM*” have resulted in false perceptions and unrealistic expectations.
- **Action:** Present leadership needs to continue to “*tell it like it is.*”
- **Status: Completed--** The leadership provides accurate information about post-utilization opportunities for rotating PMs, Senior Service College graduates and Long-term trainers.

Career Model

- **Issue:** There is no AAC civilian career model that clearly articulates the differences between civilian and military AAC careers and provides a meaningful structure for career planning and the building of career expectations.
- **Solution:** Develop a career model (see next charts), incorporate it in the AAC Career Management Handbook and briefings to AAC selection boards.
- **Benefit:** Provides a framework for realistic expectations and career planning.
- **Status/Implementation:** **Partially Completed**
 - Model developed and completed. It is available on the ASC website in the
Army Acquisition Corps Handbook Management Handbook.
 - Model will be included in the PM Handbook when it is completed.

AAC Military Career Model

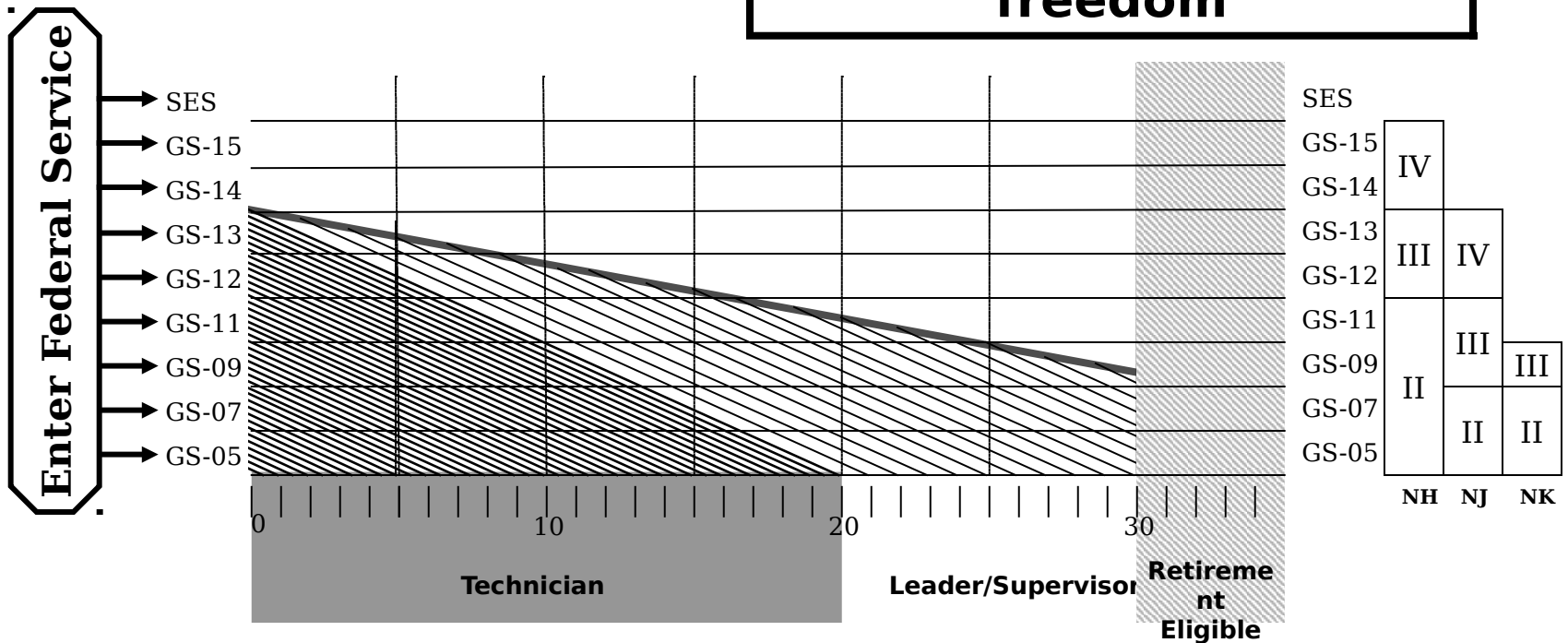


Stair step "up or out" career path with single entry point
 Shaded bars indicate typical career path (colors match acquisition training requirements)
 Time in grade for individual careers may vary slightly.

AAC Civilian Career Model

The Environment

The civilian career has multiple degrees of freedom

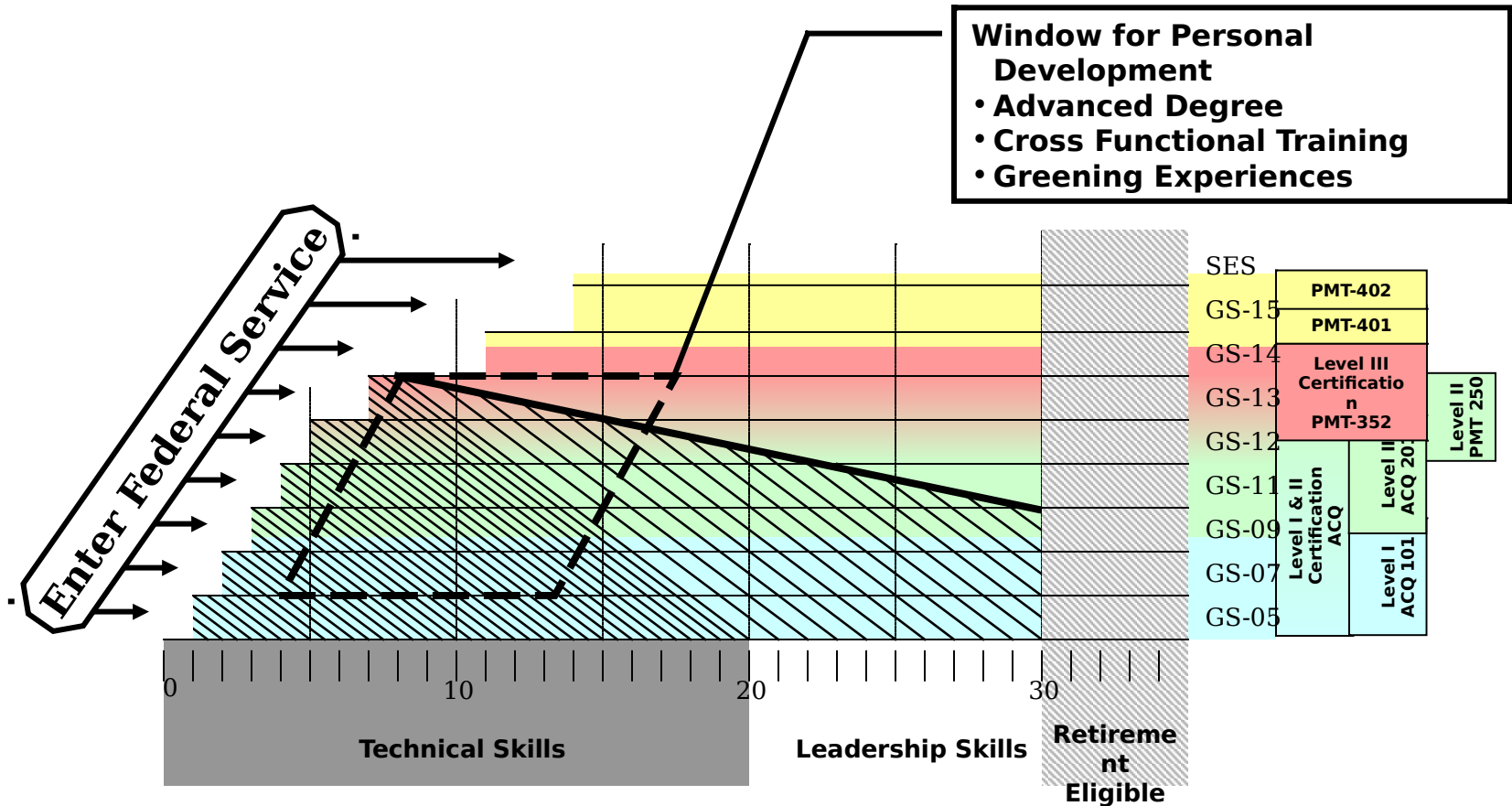


- Career path has multiple entry points (grades) and can exit and reenter at any point.
- Career path can follow any continuous path through the graphic to include indefinite plateaus at any grade.
- Time scale shows years of service. This may be all civilian or a combination of military and civilian (both government and non-government).
- Interpreting the Technician and Leader/Supervisor graphic:
 - Dark shading Technician Individuals usually perform in non-leadership roles.
 - No shading Leader/Supervisor Individuals are usually in leadership positions.
 - Light shading Leader/Supervisor Individuals may, or may not, perform in a leadership role.

Version of: 12 Sep 02
Prints correctly in B&W and color

AAC Civilian Career Model

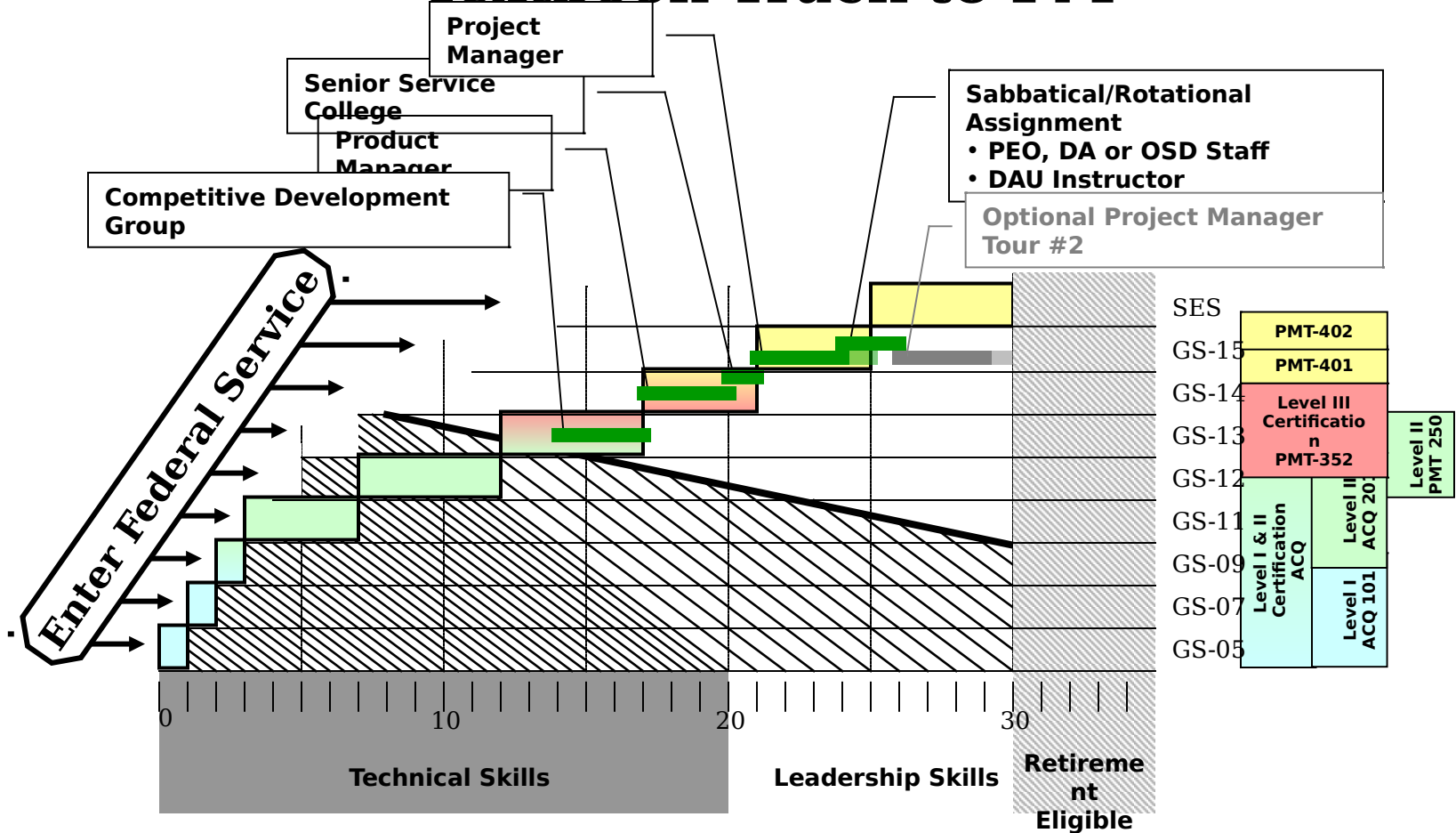
Acquisition Training



- Left edge depicts realistic fast-track promotion path (OPM minimum requirement is 1 year in grade before promotion).
- Horizontal shaded/color bars denote acquisition training requirements by grade.
- Individuals entering government service responsible to achieve all levels of certification up to that appropriate for their grade level.

AAC Civilian Career Model

Textbook Track to PM



- Shaded bars denote notional a typical career path (colors match acquisition training requirements)
- Individual careers will vary based on personal circumstances and decisions
- Individuals may plateau and remain in same grade for any period of time at any point in the career
- Green and gray bars indicate typical career points for various centrally selected assignments.
- There is no prerequisite relationship between the centrally selected assignments illustrated.

Post-Utilization

- **Issue:** No perceived or actual career growth link between PM level acquisition leadership and SES positions.
- **Solution:** Make “Demonstrated leadership in the discipline of acquisition/program/project management” a mandatory technical qualification for all acquisition related AAC SES positions.
- **Benefit:** Ensures acquisition/program/project management is addressed as a technical qualification in all acquisition related AAC SES positions (some AAC SES positions do not require program/project management skills). Because the ASA(M&RA) is the only one with authority to issue SES policy, action must be worked through ASA(M&RA)
- **Status/Implementation:** **Closed, was not implemented.**
Memorandum written for Mr. Bolton’s signature and staffed. Office of the General Council would not authorize this solution. OGC reasoned that the position descriptions are owned by the PEOs and they can write them as needed.

Post-Utilization

- **Issue:** The AAC has no means to move personnel from time-limited positions to permanent positions. Additionally, there are no temporary places to place or utilize individuals until they can be either reassigned to another centrally selected position or graduated from the PM ranks into a suitable permanent position.
- **Solution:**
 - Option 1: Use the personnel system to identify 3 or more permanent vacancies, give the individual a choice and direct assignment.
 - Option 2: Temporary Parking Spaces: Require Acquisition Commanders/PEOs to identify one to three TDA spaces for placement on an annual basis, depending upon the number of PMs needing placement. Concept is to fill key PEO staff positions (e.g., Omnibudsman, Chief Special Projects, Chief HTI) on a temporary basis or provide resources for rotational/sabbatical positions such as MACOM Staff, OSD Staff, DAU adjunct instructors, or Training with Industry.
- **Benefits/Discussion:** LTG Caldwell expressed support for pursuing both options
 - Option 1: Permanent one step solution, doable now - Mr. Snyder's preferred option
 - Option 2: Puts the individual into a position from which he/she can look for and secure a follow-on position either by applying for another centrally selected position, securing a promotion, or securing a lateral into a permanent position.
- **Status/Implementation:** **Completed- (Option 1 only, Option 2 OBE because of authorization for return rights)**
 - M&RA has begun a new initiative whereby civilians attending SSC will be assigned to other Duties by M&RA upon completion of their program. The program is being piloted with new ICAF and UT classes starting August 03. Beginning in O5, all civilians attending SSCs will be re-assigned to other duties prior to attending SSC.
 - Outgoing PMs are recommended for follow-on assignments by Director, ASC and Director, AMB.

Personnel Policy/Procedures

- **Issue:** PM tours are by definition temporary assignments. The practice of making permanent assignments without return rights to these temporary duties causes post assignment placement issues.
- **Solution:** Assign PMs to permanent positions with administrative return rights with PCS
- **Benefit:** Provides a safety net
 - Ensures that PMs have options for continued employment at the end of their PM tours.
 - Removes the disincentive associated with a high risk of no follow-on assignment
- **Discussion:** Mr. Snyder recommends that this be done on a case specific or negotiable basis and not a blanket authority.
- **Status/Implementation:** **Closed**

G-1: LTG Le Moyne signed memorandum dated April 16, 2003 authorizing administrative return rights for PMs completing their rotations.

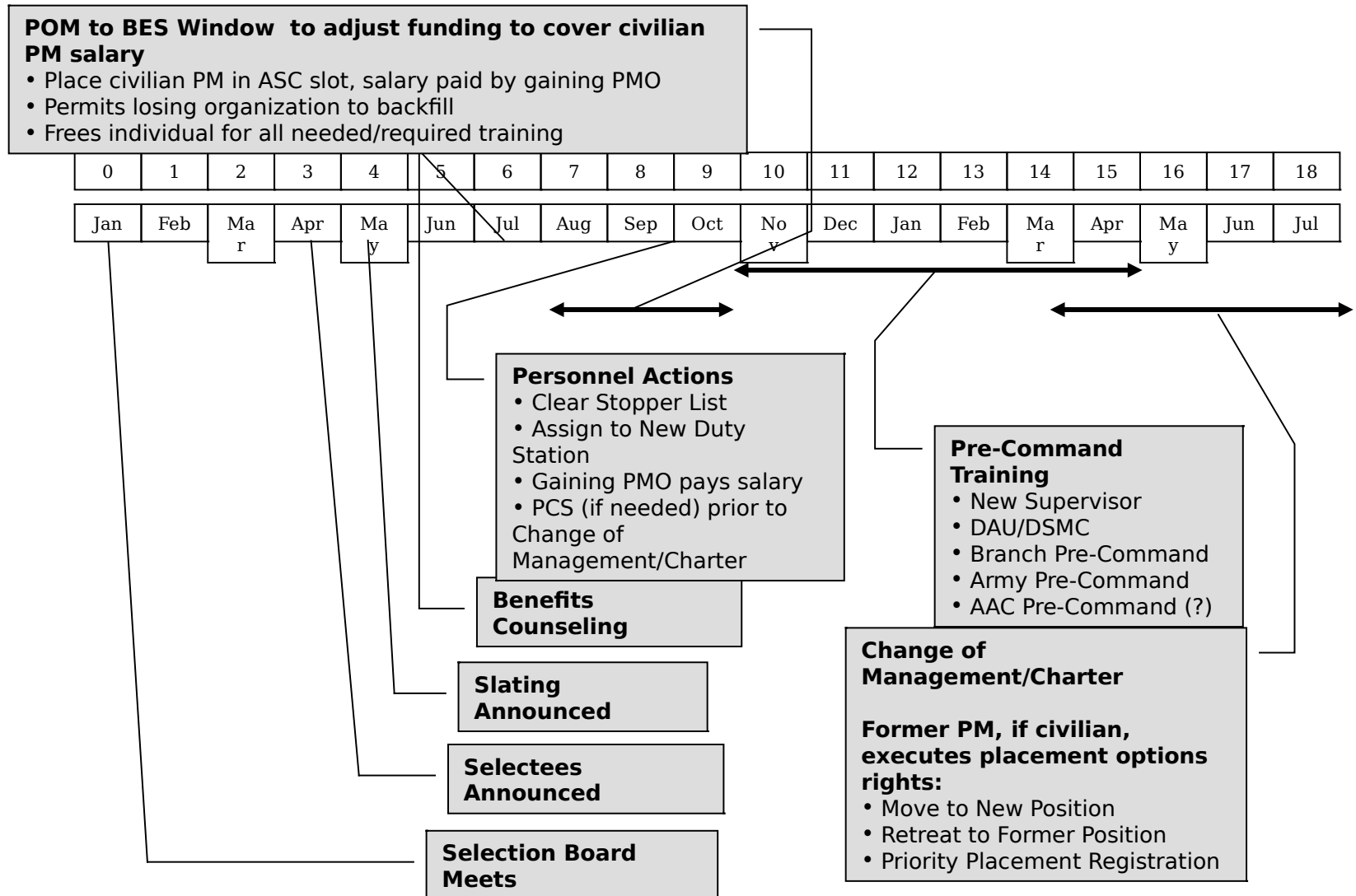
Personnel Policy/Procedures

- **Issue:** PM tours are by definition temporary assignments. The practice of making permanent assignments to these time limited duties and not following through with a directed reassignment or termination action in lieu of follow-on placement denies the incumbent of civil service protections such as access to PPP.
- **Solution:** Provide promoted PMs with Priority 1 PPP registration.
- **Benefit:** Provides a safety net
 - Ensures that PMs have options for continued employment at the end of their PM tours.
 - Removes the disincentive associated with a high risk of no follow-on assignment
- **Status/Implementation:** **Open**
 - PPP registration requires that the subject be addressed by the DoD PPP Advisory Counsel and submitted as a formal request to DoD. The counsel is expected to meet during the FY-04-1st Quarter.
 - The Advisory Counsel only meets every 6-months, the next opportunity to bring this issue to them will be in the spring.
 - Ms. Williams (G-1/CPP), as the action officer, will research/work the issue and bring it to the DoD PPP Advisory Counsel through the Army member.

Personnel Policy/Procedures

- **Issue:** Civilians selected for PM have extensive delay between selection and promotion. Additionally, civilians are required to attend mandatory training required for the new position while on the payroll of the losing organization. And, if they PCS, civilians have to conduct PCS activities either while on the rolls of the losing organization or as they are coming up to speed in the new job, often while still attending training.
- **Solution:** Revise sequence/timing of events between selection and change of management/charter (see time-line illustration in “Personnel Assignment Time-Line” back-up chart).
- **Benefit:** Corrects inequities between CSL assignments and normal promotions
 - Reduces the delay between selection and promotion/assignment
 - Allows more timely backfill of vacated position
 - Training while assigned in new organization rather than while still on rolls of old organization
 - PCS, if needed, accomplished on rolls of new organization
- **Status/Implementation: Open**
 - Memorandum being staffed for LTG Caldwell’s signature. Policy Info paper completed. Awaiting decision from Council of Colonels.

Notional Schedule from Selection to Assuming Command



Personnel Policy/Procedures

- **Issue:** In filling CSL PM positions, PPP procedures are not uniformly administered between installations, and frequently from desk to desk.
- **Solution:** Training requirements identified in the “Notional Schedule from Selection to Assuming Command” and documented in the implementing memorandum maybe sufficient to justify exception to PPP
- **Benefit:** Simplifies the CSL PM assignment process
- **Status/Implementation:** **Open**
 - PPP exception requires DoD PPP Advisory Counsel authorization. Formal request was submitted to counsel.
 - G-1/CPP), is working this issue. The DoD PPP Advisory Counsel is expected to meet 1st Quarter FY 04.

Personnel

Policy/Procedures

- **Issue:** Under the terms of the DoD Civilian Acquisition Workforce Personnel Demonstration Project Operating Procedure, DoD employed spouses of Army acquisition workforce civilians who are geographically relocated are entitled to be registered as PPP Priority 3 candidates. The Army PPP Operations Manual does not reflect this special status granted to the spouses of acquisition workforce employees. The Army PPP Operations manual requires that the spouse be employed by Army, not another DoD component.
- **Solution:** Correct the Army PPP Operations Manual
- **Benefit:** Affords CSL PMs and other Acquisition Workforce members the benefit of the exception granted as part of the Acquisition Demonstration Project
- **Status/Implementation: Closed**

The PPP was established for employees who are out of work because of a RIF, TOF or realignment. It is not a program for spouses. Priority 3 is a low level of priority and usually does not help an employee gain employment.

Training

- **Issue:** Civilians aspiring to be PMs do not have a clear understanding of the benefits and entitlements that go with the position.
- **Solution:** Develop a PM reference book that specifically addresses selection process, entitlements, benefits, training, timelines, policies, procedures, career counseling/assistance POCs, and responsibilities for career management. Use the reference book as the basis for uniform counseling by regional and AMB ACMs, as well as the guideline for the granting or denying specific requests.
- **Benefit:**
 - Facilitates clear and accurate counseling in conjunction with assignment to PM positions.
 - Equips ACMs to address benefits and entitlements issues.
 - Ensures benefits and entitlements are uniformly administered and not routinely negotiated on a case by case basis between the incumbent and the local command chain.
- **Status/Implementation:** Open
 - The completion of the PM handbook was delayed due to other time-sensitive tasks.
 - ASC action/lead and is expecting a 1st draft by the end of the 2nd Quarter, FY 04.

Training

- **Issue:** AAC Civilians and military going into PM positions have training voids not addressed in other forums. Examples include civilian personnel policies and procedures as a supervisor (many civilian PMs and most military PMs have not been civilian supervisors before becoming a PM), dealing with the DA Staff relative to program management, budgetary and political issues; and the ASC PM support mission.
- **Solution:** Create an Acquisition PCC for both military and civilian PMs (approximately 2 days).
- **Benefit:** Addresses the voids in current training programs
- **Status/Implementation: Closed**

No separate course to be established; existing infra-structure will be utilized and some issues will be addressed in the PM Handbook. PMs are advised to take the courses they need as soon as possible to prepare for their PM positions.

Training

- **Issue:** A forum is needed to facilitate civilian PM networking and in the job training.
- **Solution:** Conduct a civilian track at the AAC Workshops. Possibly as a dual track for civilian PMs in the same time slot as the Executive Session.
- **Benefit:** Provides an opportunity for presenting extra training civilian PMs usually do not get, but need – classes like “how to write a quality OER/SRPE.”
- **Status/Implementation: Completed**

Civilian PMs had networking session at Senior Acquisition Leaders Conference August 2003, Seattle, Washington. Other networking opportunities will be provided at other ASC sponsored workshops, seminars, and conferences.

Environment

- **Issue:** Civilians making a PCS to a PM assignment at posts where their military peers are all collocated in military housing, do not have access to the informal social structure that permits off-duty informal communication and family support structures (like wives' clubs, scouts or little league).
- **Solution:** At posts where government housing availability exists and local installation commanders receive a formal request from a civilian CSL PM making a PCS to the installation, establish a policy that encourages local installation commanders to designate the position as "Key and Essential" for the duration of the civilian's assignment.
- **Benefit:** Facilitates peer-to-peer communication, unit cohesion, and social integration in the new PEO environment.
- **Status/Implementation:** Open
 - Memorandum for LTG Caldwell's signature being staffed

Environment

- **Issue:** Civilians, and military in civilian clothes, are not readily recognized by the Army acquisition leadership as being Army PMs.
- **Solution:** Create Product and Project Manager lapel pins to civilian and military PMs for recognition when in civilian attire.
Issue/present them to the PMs at the time they are given their charter.
- **Discussion:** Solution already implemented for Competitive Development Group
- **Status/Implementation:** **Completed** (updated 02.2004)
Lapel Pins have been designed and are being produced for all PMs to wear at official functions. A distribution plan has been developed for the PM pins. The first distribution should take place in 2nd quarter of FY 04 and subsequent distributions will take place as appropriate.

Environment

- **Issue:** Inadequate internal communications within ASA(ALT) and between ASA(ALT) and PERSCOM
- **Discussion:** Numerous examples exist illustrating a variety of communication problems. The problems are not rooted in policy, they are cultural and supervisory issues that have developed over many years.
- **Status/Implementation: Completed**
The current ASC and AMB leadership are fully aware of these problems and initiated corrective actions prior to the taskforce bring this issue to their attention.

Incentives

- **Issue:** While we consider selection to be a PM as a promotion, there is no financial incentive for the CCAS employee to aspire to be a PM. Locally managed pay pools measure CSL PM contributions no differently from others in the pay pool.
- **Solution:** Two options:
 - Option 1: Place all CSL PMs in a separate pay pool managed by AAE or DACM.
 - Option 2: Establish a uniform policy across all impacted pay-pools to adjust PM pay by placing more value on the contribution of civilian CSL PMs.
- **Benefits:**
 - Both options correct disincentive of PMs being rewarded on par with coworkers who have less responsibility, travel, and risk associated with their positions.
 - First option reestablishes senior rater concept for PMs
- **Discussion:** Per Anthony Echols, either option is a perfectly legal and appropriate way to uniformly compensate CSL PMs for their added workload and increased level of responsibility.
- **Status/Implementation: Closed**

Pay pool managers have recognized high performing PMs based on results of CCAS pay pools.

Original AAC vision was
a cadre of geographically mobile
highly competent civilian
acquisition professionals.

Incentives

- **Issue:** A major reason for civilians not wanting to geographically relocate is the fear of financial loss associated with locality pay adjustments.
- **Solution:** Establish a policy to provide relocation bonuses for civilian PMs accepting a PM assignment requiring a PCS to an area with a lower locality pay differential.
- **Benefit:**
 - Levels the playing field for individuals moving between areas with different locality pay adjustment rates.
 - Provides incentive for geographic mobility
- **Discussion:** With AAE's approval, the DACM can establish policy authorizing issuance a relocation bonus of up to 25% of basic pay on a group basis for Program and Project Managers who must relocate to accept positions in areas with a lesser locality pay rate.
- **Status/Implementation:** Closed
Authority exits. Policy memo being staff with OGC's comments.

Incentives

- **Issue:** Significant misunderstanding about the mobility agreement within the civilian community.
- **Solution:** Review and revise/rewrite the mobility agreement to increase clarity about functional, organizational and geographic mobility and remove the perception that it is a “blank check” that will uproot the individual from home and family.
- **Status/Implementation:** Open
 - ASC to establish an IPT to review and revise the mobility agreement.

Selection Boards

- **Issue:** Today, civilians in centrally selected positions do not receive any career management attention to assure that they do not miss their next career step announcement window.
- **Solution:** Implement a policy of PERSCOM ACM central management of civilians while they are in CSL positions (PM, LTT, SSC, CDG).
- **Benefit:** This levels the playing field between the civilians and the military members of the AAC in CSL positions.
- **Discussion:** Implementation does not require a formal policy and can be implemented by agreement between ASC and PERSCOM AMB. There will be no issue of favoritism for a portion of the workforce if the announcement states that selected individuals will be centrally managed.
- **Status/Implementation: Completed.**
 - Product/Project Manager announcement amended on 17 Sep 02.
 - PERSCOM AMB will include modification in all future announcements and implement the central management procedures.

Selection Boards

- **Issue:** Potential civilian applicants receive too little guidance on how to build their application packages, and the historical level of post-board feedback has been insufficient to be meaningful to most civilian applicants.
- **Solution:**
 - Use the PERSCOM AMB “AAC Boards Information” web site, publish improved lessons learned to include a set of “how to” examples for submitting packages to the boards. The web site will also include instructions on how to contact your AMB career manager.
 - Continue to conduct workshops on career planning.
- **Benefit:** Improved applications.
- **Status/Implementation:** Partially Completed
 - AMB to establish and lead an IPT to update the web site tools.
 - ASC conducts began regional PM Seminars in FY 02. The second series of seminars were conducted during July- September of FY 03 in the Huntsville, AL; Warren, MI; Fort Monmouth, New Jersey; and the North Capitol Regions.

Selection Boards

- **Issue:** The briefings to boards do not adequately address the differences between the civilian and military career models, and files.
- **Solution:** Revise the briefing given to boards by including the new civilian career model, clarifying the differences in civilian and military careers, and improving explanation on where to find critical information in the file.
- **Benefit:** This will allow boards to develop word pictures that address the differences between military and civilian careers rather than just describing the ideal military candidate.
- **Status/Implementation:** Completed.
 - G-1 submitted revised briefing for legal review prior to use by next board.

Leadership

- **Issue:** SRPEs
- **Solution:** Implement several revisions to the SRPE and the ACRB to included clarification of who should complete the SRPE for matrixed employees.
- **Discussion:** The taskforce identified that a cultural change is needed in the way civilian appraisals and SRPEs are handled. SRPEs need to receive the same level of management attention as is provided to OERs. With the implementation of the revised the SRPE, such a culture change could and should be achieved.
- **Status/Implementation:** Partially Completed.
 - Redesigned SRPE has been staffed for implementation
 - Revised SRPE guidance for matrixed employees included in announcement
 - Memorandum on SRPE culture change being staffed for LTG Caldwell's signature

Leadership

- **Issue:** PERSCOM AMB has difficulty in getting AAC SESs to make themselves available to serve on AAC boards where SES and GO participation is required.
- **Solution:** A personal memorandum from the AAE and/or the MILDEP needs to be sent to each SES to put a proper command emphasis behind the board process.
- **Discussion:** Mr. Snyder indicated this is a problem that extends beyond the AAC. He indicated he wanted to look into it for additional emphasis Army-wide.
- **Status/Implementation:** Closed
CoS determined an informal approach would be best if

Leadership

- **Issue:** Civilians frequently do not receive clear and accurate counseling in conjunction with relocation to PM positions. Sponsorship and guidance at the gaining activity varies widely between organizations, and is usually inadequate.
- **Solution:** Strengthen the sponsorship program for civilian PMs
 - Civilian PMs should be given civilian sponsors who are well established in the community.
 - Sponsorship at the gaining activity needs to provide complete and timely information on local customs, rules, laws, housing, shopping, etc.
- **Status/Implementation: Closed**

Sponsorship program exists. Civilian PMs will be advised of the programs in the PM Handbook.

Leadership

- **Issue:** Inappropriate and excessive waivers (CAP, Certification, Acquisition Corps Membership)
- **Discussion:** There are numerous historical examples of waiver abuse. These abuses undermine the credibility and integrity of the AAC.
- **Discussion:** The 2 July 2002 policy memorandum on waivers was unknown to the sensing session participants who identified this issue.
- **Status/Implementation:** Completed.

Waiver policy is being modified and will be coordinated with OGC, ASAALT and ASC staff by the end of the 1st Quarter of FY 04. ***If the policy is rigorously implemented and enforced***, this would resolve the issue.

Leadership

- **Issues:**

- There is little or no mentoring of civilian and military PMs
- Some officers and senior civilians are openly expressing nonsupport of the AAC, the central selection of civilian PMs and the requirement for individuals to achieve DAWIA mandated certification.
 - Lack of senior leadership support in the field is detrimental to achieving an increase in applications for CSL positions from the AAC's most highly qualified civilians.
 - The lack of senior leadership commitment has exacerbated the problems in cross training and post-utilization placement.

- **Solution:** Mr. Bolton and LTG Caldwell have to come on-line with their senior leadership (O-5/GS-14/NH-IV) to ensure all are speaking with the same voice.